

**MISSOURI  
FISCAL YEAR (FY) 2021  
EMERGENCY MANAGEMENT PERFORMANCE GRANTS (EMPG)  
AMERICAN RESCUE PLAN ACT (ARPA)  
PROGRAM MANUAL**

**ISSUED BY**

State Emergency Management Agency (SEMA)

**CATALOG OF FEDERAL DOMESTIC ASSISTANCE (CFDA)**

CFDA Number: 97.042

CFDA Title: Emergency Management Performance Grants (EMPG)

**AUTHORIZING AUTHORITY FOR PROGRAM**

National Flood Insurance Act of 1968 (42 U.S.C. 4001 et seq.); Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121 et seq.); Earthquake Hazards Reduction Act of 1977 (42 U.S.C. 7701 et seq.); Reorganization Plan No. 3 of 1978 (5 U.S.C. App.); and, Section 662 of the *Post-Katrina Emergency Management Reform Act of 2006* (PKEMRA), Public Law 109-295, as amended, (6 U.S.C. § 762).

**APPROPRIATION AUTHORITY FOR PROGRAM**

*The Consolidated Appropriations Act, 2016* (Public Law 114-113)

**KEY DATES**

Application Start Date: June 1, 2021

**Application Submission Deadline: July 16, 2021 at 4:00 p.m.**

Anticipated Award Date: August 23, 2021

**Period of Performance FY 2021 EMPG ARPA program:**

*September 1, 2021 through December 31, 2022*

# **FY21 MISSOURI EMPG- ARPA PROGRAM MANUAL**

## **EXECUTIVE SUMMARY**

### **Emergency Management Performance Grants (EMPG)**

EMPG is a funding opportunity offered by the State Emergency Management Agency (SEMA). The purpose of the Missouri EMPG Program is to support a comprehensive, all-hazard emergency preparedness system by building and sustaining the core capabilities contained in the National Preparedness Goal.

### **Eligible Applicants**

The following entities with an emergency management director/coordinator are eligible to apply under this solicitation:

Funding under this program is ultimately used by emergency management organizations at the Local level of government. A Local organization for emergency management is any organization established under RSMo Chapter 44 by any county or by any city, town, or village to perform local emergency management functions, including fire districts. The funding through the American Rescue Plan Act (ARPA) is only available to those who applied and qualified for the FY21 EMPG.

Applicants must apply for, update, or verify their Data Universal Numbering System (DUNS) Number and Employer ID Number (EIN) and update or verify their System for Award Management (SAM) Registration. Applicants for this award must continue to maintain an active SAM registration with current information at all times during which it has an active federal award or an application or plan under consideration by DHS/FEMA.

### **Baseline Requirements**

There are eight (8) Baseline Requirements for participation in the 2021 Missouri EMPG Program. All EMPG recipients are required to:

- Designate a 24/7 Emergency Operations Center (EOC)
- Maintain a Local Emergency Operations Plan (LEOP)
- Implement the National Incident Management System (NIMS)
- Complete FEMA/SEMA training requirements
- Participate in at least two (2) annual exercises, one of which is operations based
- Maintain an annual Integrated Preparedness Plan (IPP)
- Register for WebEOC, utilize during incidents, events and trainings
- Participate in Threat and Hazard Identification and Risk Assessment (THIRA) updates

Agencies applying for the FY21 EMPG ARPA funds must certify they will adhere to the FY21 EMPG baseline requirements.

### **Eligible Costs**

2021 Missouri EMPG ARPA costs are limited to the following categories:

- Essential Emergency Operations Center Supplies and Operating Expenses
- Essential Emergency Operations Center Equipment

### **Application Process**

SEMA is making the 2021 Missouri EMPG ARPA application opportunity available through [WebGrants](#), an on-line internet portal for electronic grants management. First-time users will need to register their organizations and get approval from SEMA prior to beginning the application process. Registration approval within WebGrants is not automatic and is subject to review and must be approved by the EMPG Program Manager. The WebGrants portal is open for registration at <https://dpsgrants.dps.mo.gov>. The application period is from June 1 to July 16, 2021 at 4:00 p.m. No late applications will be accepted.

### **Cost Share or Match**

The Federal share of funds made available under the program shall not exceed 50 percent (50%) of the total budget. 42 U.S.C. § 5196(j). Unless otherwise authorized by law, Federal funds cannot be matched with other Federal funds. SEMA administers EMPG Program cost matching requirements in accordance with 2 CFR 200.306. To meet matching requirements, the subrecipient's contributions must be verifiable, reasonable, allowable, allocable, and necessary under the grant program and must comply with all Federal requirements and regulations.

**EMPG ARPA funds cannot be matched with any other federal funds, which includes funds provided to states, counties and cities receiving additional federal funds through the American Rescue Plan. Match funds must be General Revenue or in-kind as defined by the program.**

Match can be hard or in-kind. Hard match is funds provided by the local government for the EMA, while in-kind match is donated goods or services. It should be noted that in-kind match should not replace hard match provided by the city or county for the purposes of running the EMA. In-kind match is used specifically for goods or services that go above and beyond the approved funds. For example, in-kind (or soft-match), can be used for items/projects that could not be funded through budgeted dollars. Items seen so far include purchasing a radio, repeater, computer, copier, etc. that could not be afforded through the approved local budget. In-kind match will be reviewed at time of application and is subject to available funds provided through SEMA for local expenses.

### **Indirect Costs**

Indirect costs are allowable only if the applicant has an approved indirect cost rate with the cognizant Federal agency. A copy of the approved rate (a fully executed agreement negotiated with the applicant's cognizant Federal agency) is required at the time of application. Indirect costs will be evaluated as part of the application for Federal funds to determine if allowable and reasonable.

# FY21 MISSOURI EMPG ARPA PROGRAM MANUAL

## I. Funding Opportunity Description

### Program Overview and Priorities

The purpose of the EMPG Program is to make grants to assist State and local governments in preparing for all hazards, as authorized by the *Robert T. Stafford Disaster Relief and Emergency Assistance Act* (42 U.S.C. 5121 et seq.). Title VI of the *Stafford Act* authorizes FEMA to make grants for the purpose of providing a system of emergency preparedness for the protection of life and property in the United States from hazards and to vest responsibility for emergency preparedness jointly in the Federal Government, States, and their political subdivisions. The Federal Government, through the EMPG Program, provides necessary direction, coordination, and guidance, and provides necessary assistance, as authorized in this title so that a comprehensive emergency preparedness system exists at all levels for all hazards.

### Program Objectives

The 2021 EMPG Program plays an important role in the implementation of the National Preparedness System (NPS) by supporting the building, sustainment and delivery of core capabilities essential to achieving the National Preparedness Goal (NPG) of a secure and resilient Nation. Delivering core capabilities requires the combined effort of the whole community, rather than the exclusive effort of any single organization or level of government.

The 2021 EMPG Program's allowable costs support efforts to build and sustain core capabilities across the Prevention, Protection, Mitigation, Response and Recovery mission areas.

Examples of tangible outcomes from the EMPG Program include:

- Building and sustaining core capabilities
- Completion of the Threat and Hazard Identification and Risk Assessment (THIRA) process
- Strengthening governance integration
- Approved emergency plans
- Development and maintenance of multi-year Integrated Preparedness Plans (IPPs)
- Targeted training and verification of personnel capability
- Whole community approach to security and emergency management

## II. Baseline Requirements

In order to meet the established program objectives, the Missouri EMPG Program has established eight (8) baseline requirements for all recipients of 2021 EMPG ARPA funding.

### Baseline Requirement #1: Emergency Operations Center (EOC)

Recipients of 2021 EMPG funding are required to establish and designate a primary Emergency Operation Center (EOC) facility for their jurisdiction. The EOC must have 24/7 availability and the location and point of contact must be identified on the 2021 EMPG application.

**Baseline Requirement #2: Local Emergency Operations Plan (LEOP)**

Recipients of 2021 EMPG funding are required to update/review their Local Emergency Operations Plans (LEOP) every 2 years and maintain verification documents identifying changes with SEMA. Jurisdictions are encouraged to work with their SEMA Regional Coordinator to establish LEOP objectives and annual updates/reviews. The date of the jurisdiction's last LEOP update/review and planned quarterly activities to meet this requirement must be identified on the 2021 EMPG application.

**Baseline Requirement #3: National Incident Management System (NIMS)**

Recipients of 2021 EMPG funding are required to implement and strive for compliance with the National Incident Management System (NIMS). Jurisdictions must assess their NIMS compliance through the 2021 EMPG application and identify quarterly activities to mitigate any non-compliance. In addition, each agency must provide their city/county ordinance or resolution which states the municipality uses the National Incident Management System as the incident management structure to respond to disasters.

Emergency management and incident response activities require carefully managed resources (personnel, teams, facilities, equipment and/or supplies) to meet incident needs. Utilization of the standardized resource management concepts such as typing, inventorying and cataloging promote a strong national mutual aid capability needed to support delivery of core capabilities. Recipients of FY 2021 EMPG funds are required to participate in the statewide Kind & Typing initiative to include development of a deployable assets list that supports the Kind & Typing initiative.

**Baseline Requirement #4: Training Requirements**

Recipients of 2021 EMPG funding are required to ensure that all EMPG funded personnel complete the following FEMA training courses within twelve (12) months of hire and record proof of completion IS 100, IS 120, IS 200, IS 230, IS 235, IS 240, IS 241, IS 242 IS 244, IS 700 and IS 800.

Additionally, all EMPG funded exercise officers and management personnel involved in the design and evaluation of exercises must complete L-146 HSEEP within 24 months of hire and record proof of completion. If any required EMPG training has not yet been completed, jurisdictions must identify planned quarterly activity to meet the requirement on the 2021 EMPG application.

An Information Bulletin released in 2021 added several courses for which personnel who work in the EOC shall take. EMPG funded personnel shall take the courses as defined under Category Four which includes G191, IS2200, and G/E/K 2300. These courses shall be completed within 24 months of hire. For those hired during the previous Information Bulletin, the courses will be grandfathered in, and the additional IS 2200 and G/E 2300 will not be required. Those hired in 2021, will take the additional training listed in the Information Bulletin.

**Baseline Requirement #5: Exercise Requirements**

Recipients of 2021 EMPG funding are required to ensure that all EMPG funded personnel actively participate in two (2) exercises during a twelve month period. For the purpose of the grant, exercises shall be completed during the performance period of July 1, 2021 through June 30, 2022.

The State requires that all EMPG funded personnel must participate in no less than one (1) discussion-based exercises (seminar, workshop, table-top, game) and one (1) operations-based exercise (drill, functional, full-scale) per grant year. Jurisdictions must identify planned quarterly activity to meet these requirements on the 2021 EMPG application. It should be noted that the Statewide Severe Weather Drill and the Great Shakeout will no longer be accepted as an exercise for the purpose of this grant. In addition, real world events and disasters do not count as an exercise.

**Baseline Requirement #6: Integrated Preparedness Planning Workshop (IPPW)**

Recipients of 2021 EMPG funding are required to conduct or participate in an annual Integrated Preparedness Planning Workshop (IPPW). At a minimum, jurisdictions should maintain a local Integrated Preparedness Plan (IPP) that addresses compliance with EMPG training and exercise requirements.

**Baseline Requirement #7: WebEOC**

Recipients of 2021 EMPG funding are required to register for WebEOC and attend related trainings. We strongly encourage the use of WebEOC during incidents, events and related trainings.

**Baseline Requirement #8: Threat and Hazard Identification and Risk Assessment (THIRA)**

Recipients of 2021 EMPG funding are required to participate in the development and/or maintenance of the state Threat and Hazard Identification and Risk Assessments (THIRA) through the Whole Community worksheet every three years. Participation in THIRA development may include serving as a member of regional working groups, interacting with state or regional THIRA planners, completing the Whole Community worksheet for your jurisdiction and/or answering THIRA data call queries.

### **III. Equipment Inventory**

**Equipment Inventory Form**

Emergency Management Performance Grant (EMPG) applicants are required to submit an inventory of equipment they have purchased with EMPG funding at time of application on each even numbered calendar year (2022, 2024, 2026, etc.) Applicants must complete the Equipment Inventory Form, within the DPS WebGrants online portal, for newly purchased equipment in order to receive reimbursement through the EMPG.

In addition, with the purchase of Salamander Live for the State, each EMPG jurisdiction is required to input their deployable resources in the inventory management system for compliance with FY21 application. It is the responsibility of the subrecipients to maintain an updated inventory of equipment in WebGrants and deployable resources in Salamander for items purchased with EMPG funds.

## **IV. Funding Information**

### **Funding Priorities**

The Missouri EMPG Program has established two (2) funding priorities for 2021 EMPG ARPA funds. Eligible funding is limited to costs to support essential emergency operations center supplies and operating expenses and essential emergency operations center equipment.

### **Essential Emergency Operations Center Supplies and Operating Expenses**

Missouri EMPG funding is available to support essential emergency operations center (EOC) supplies and operating expenses. Eligible costs are limited to those items with a per unit value of less than \$1,000 that directly support the jurisdiction's EOC. The essential emergency operations center supplies category cannot be used to provide items for non-EMPG positions. All costs must be itemized and justified in the 2021 EMPG application. Examples of essential emergency operations center supplies and operating expenses are:

- EOC Maintenance (Maintenance/repair expenses for copier, computer, generator, other office equipment, etc.)
- General Office Supplies: Broadly defined as day-to-day supplies used on a recurring basis in general business functions and office operations, and are typically non-technical consumables with a singular/limited usefulness in life, such as writing tools (pencils, pens, markers); fasteners (paper clips, rubber bands, binding clips); general office paper products, (notebooks, post-it pads, calendars, copy paper); document filing and storage needs (folders, boxes, ring binders); desk accessories and organization aids; data processing media (CDs, flash drives); etc. *Excludes* photocopier paper, custom-printed paper items, cleaning products, toilet paper and hand towels, tools, paint, etc.
- Subscriber Services (internet, satellite, cable, etc.)
- Vehicle Maintenance (EM vehicles only). Pursuant to Missouri Revised Statute Chapter 301 a "Vehicle" is defined as any mechanical device on wheels, designed primarily for use, or used, on highways.
- Other EOC Supplies/Operating Expenses: Includes laser printers, laptops, software maintenance service contracts with other agencies, copiers, plotters, filing cabinets, etc. for the EOC or other expenses required in the operation of the EOC that do not fall within the descriptions above.
- Contractual (services, maintenance, etc.). Contractual services should be for operation of the EOC. Services should not replace personnel duties as outlined by position descriptions and baseline requirements for grant funding.

### **Essential Emergency Operations Center Equipment**

Missouri EMPG funding is available to support essential emergency operations center (EOC) equipment. Eligible costs are limited to those items with a per unit value less than \$100,000 (inclusive of federal and local match) that directly support the jurisdiction's EOC or EMPG funded positions. The essential emergency operations center equipment category cannot be used to sustain or maintain locations or equipment outside the jurisdiction's EOC. All costs must be itemized and justified in the 2021 EMPG ARPA application. Essential emergency operations center equipment is limited to the following Authorized Equipment List (AEL) categories:

- Personal Protective Equipment (Category 1)
- Information Technology (Category 4)
- Cybersecurity Enhancement Equipment (Category 5)
- Interoperable Communications Equipment (Category 6)
- Detection Equipment (Category 7)
- Power Equipment (Category 10)
- Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) Reference Materials (Category 11)
- CBRNE Incident Response Vehicles (Category 12)
- Physical Security Enhancement Equipment (Category 14)
- CBRNE Logistical Support Equipment (Category 19)
- Other Authorized Equipment (Category 21)

### **Unallowable Costs as determined by FEMA**

- Expenditures for weapons systems and ammunition
- Costs to support the hiring of sworn public safety officers for the purposes of fulfilling traditional public safety duties or to supplant traditional public safety positions and responsibilities.
- Activities and projects unrelated to the completion and implementation of the EMPG Program
- Response activities

Subrecipients should consult with their grant specialist prior to making any investment that does not clearly meet the allowable criteria established in this Program Manual. In addition, costs charged to this award must be consistent with the Cost Principles for Federal Awards located at 2 C.F.R Part 200, Subpart E.

## **V. Application Review Information and Selection Process**

### **Application Review Information**

Submitted applications will undergo a complete administrative review. SEMA will be responsible for reviewing the 2021 EMPG ARPA Work Plan and Budgets in order to assess their emergency management sustainment and enhancement efforts as well as the linkage to the



core capabilities identified in the National Preparedness Goal. Applications will be evaluated for completeness, adherence to programmatic guidelines, and anticipated effectiveness of the proposed Work Plan. There is no guarantee of funding for this grant.

### **Application Selection Process**

All 2021 EMPG ARPA Work Plans and Budgets will require final approval by SEMA senior leadership. Subrecipients will be notified by their EMPG Grants Specialist should any component of the EMPG Program application require additional information. All applicants will have a risk assessment completed to determine financial stability, quality of management systems and ability to meet management standards, history of performance in managing federal awards, reports and findings from audits, and ability to effectively implement statutory, regulatory, or other requirements.

## **VI. Post-Award Guidelines**

### **Notice of Award**

Upon approval of an application, the award will be made in the form of a grant. Notification of award approval is made through the WebGrants system through an automatic e-mail to the recipient point of contact listed in the initial application. Once an award has been approved and recorded in the system, a notice is sent to the authorized grant official with directions for accepting award documents. The authorized grant official should carefully read the award package for instructions on administering the grant and to learn more about the terms and conditions associated with responsibilities under Federal awards.

### **Acceptance of Award**

Subrecipients must accept their grant awards no later than 45 days from the date of notification of award. All successful applicants for EMPG grants and cooperative agreements are required to comply with the DHS standard Administrative Terms and Conditions. The subrecipient shall notify the awarding agency of its intent to accept and proceed with work under the award, or provide a written notice of intent to decline. Funds will remain on hold until the subrecipient accepts the award through official correspondence, (e.g., signed original award), and all other conditions of award have been satisfied, or the award is otherwise rescinded. **Failure to accept the grant award within the 45 days from the date of notification will result in a loss of funds.**

### **Administrative and Federal Financial Requirements**

Subrecipients are obligated to submit various financial and programmatic reports as a condition of their award acceptance. Future awards and fund draw-downs may be withheld if these reports are delinquent.

All projects and purchased must be completed no later than December 31, 2022 with a submission of claim in WebGrants.

The EMPG grant is a reimbursement grant. Any approved expenditures must be made within the contract period. Subrecipients must incur an allowable expense, make payment, and seek reimbursement within six months of the invoice date. Invoices dates beyond six months will not be reimbursed.

Advanced payment is possible should a jurisdiction have a need, but will be approved on a case by case basis.

### **Subaward Adjustments**

Subaward adjustments may be submitted from time of award to June 1, 2022. No changes to the budget will be accepted after this deadline. In addition, subaward adjustments must be approved before funds are obligated for the requested change. A subaward adjustment cannot go back and pay for items that have already been purchased. In addition, because of the limited scope of this grant, subaward adjustments should only be done to move funds between existing projects. No new projects (change of scope) will be allowed once the grant is awarded.

### **Monitoring**

Subrecipients will be monitored on an annual and/or as needed basis by SEMA staff, both programmatically and financially, to ensure that the activities and project goals, objectives, performance requirements, timelines, milestone completion, budgets, and other related program criteria are being met. Monitoring may be accomplished through either a desk-based review or on-site monitoring visits, or both. Monitoring will involve the review and analysis of the financial, programmatic, performance, compliance and administrative processes, policies, activities, and other attributes of each Federal assistance award and will identify areas where technical assistance, corrective actions and other support may be needed. Monitoring is selected through a Risk-Assessment inclusive of past audits, performance, financial and programmatic aspects of subrecipients.

### **Grant Close-Out Process**

Within 45 days after the end of the period of performance, or after an amendment has been issued to close out a grant, whichever comes first, a close-out notice will be completed to close out the grant. The notice will indicate the period of performance as closed, list any remaining funds that will be deobligated and address the requirement of maintaining the grant records for five (5) years from the date of the close-out.

## **VII. Contact Information**

SEMA will manage, administer and conduct application budget review, create the award package, approve, amend and close out awards, as well as conduct cash analysis, financial monitoring, and audit resolution for the EMPG Program. SEMA also provides technical assistance to EMPG Program subrecipients. For more information please contact:

- Amy Lepper, Program Manager: 573-751-0788
- Jackie Hofstetter, EMPG Grants Specialist: 573-526-9256

- Holly Otto, EMPG Grants Specialist: 573-751-3401

### **WebGrants**

The 2021 EMPG ARPA Program will utilize WebGants for applications, awards, claims, adjustments, reporting and close-out. WebGrants is available at <https://dpsgrants.dps.mo.gov>. For more information contact your grant specialist.

## **VIII. Other Critical Information**

### **National Preparedness**

SEMA coordinates with Local, State, and the Federal government as well as the private and nonprofit sectors to facilitate an all-of-nation/whole community, risk driven and capabilities-based approach to preparedness. This approach is grounded in the identification and assessment of risk through the Threat and Hazard Identification and Risk Assessment (THIRA). Local jurisdictions must participate in the development and update of the State/Regional THIRA and State Preparedness Report (SPR), to ensure that the community's shared understanding of risk evolves to account for changes in the risk landscape, including successful mitigation efforts, emerging threats, hazards, and associated consequences.

### **National Incident Management System (NIMS) Implementation**

Prior to allocation of any Federal preparedness awards in FY 2021, subrecipients must ensure and maintain adoption and implementation of NIMS. Emergency management and incident response activities require carefully managed resources (personnel, teams, facilities, equipment and/or supplies) to meet incident needs. Utilization of the standardized resource management concepts such as typing, inventorying and cataloging promote a strong national mutual aid capability needed to support delivery of core capabilities. Additional information on resource management and national Tier I NIMS Resource Types can be found at <http://www.fema.gov/resource-management>.

### **Environmental Planning and Historic Preservation (EHP) Compliance.**

SEMA is required to consider the effects of its actions on the environment and/or historic properties to ensure that all activities and programs funded by the agency, including grants-funded projects, comply with Federal EHP regulations, laws and Executive Orders as applicable. Subrecipients proposing projects that have the potential to impact the environment, including but not limited to construction of communication towers, modification or renovation of existing buildings, structures and facilities or new construction including replacement of facilities, must participate in the FEMA EHP review process. The EHP review process involves the submission of a detailed project description that explains the goals and objectives of the proposed project along with supporting documentation so that FEMA may determine whether the proposed project has the potential to impact environmental resources and/or historic properties. In some cases, FEMA is also required to consult with other regulatory agencies and the public in order to complete the review process. This process can take 30 to 45 business days to be approved by

FEMA for minor projects, and longer for more extensive projects. The EHP review process must be completed before funds are released to carry out the proposed project.

#### **SAFECOM Guidance for Emergency Communications Grant Compliance**

Subrecipients that are using EMPG Program funds to support emergency communications activities should comply with the *FY 2021 SAFECOM Guidance for Emergency Communications Grants*. SAFECOM Guidance is available at <http://www.safecomprogram.gov/grant/Default.aspx>.

#### **Emergency Operation Plan (EOP)**

Subrecipients must update their EOP at least once every 2 years. An evaluation matrix to describe and calculate the percentage towards compliance with CPG 101 v.2 is available at <http://www.fema.gov/national-preparedness/plan>.

#### **Procurement**

Per 2 CFR 200.318 through 200.326, subrecipients are required to adhere to certain procurement standards for entering into contracts for personnel or services. This includes full and open competition, methods of procurement to follow, federal or pass-through entity review, and including federal provisions into contracts. To see full regulations regarding procurement you can visit [http://www.ecfr.gov/cgi-bin/text-idx?tpl=/ecfrbrowse/Title02/2cfr200\\_main\\_02.tpl](http://www.ecfr.gov/cgi-bin/text-idx?tpl=/ecfrbrowse/Title02/2cfr200_main_02.tpl)

## **IX. How to Apply**

#### **Application Instructions**

Applications for EMPG funding must be submitted online via the Missouri Department of Public Safety WebGrants system at <https://dpsgrants.dps.mo.gov>. This system will be used from the application phase through the administration and closeout phase for all projects funded through the EMPG Program.

#### **Dun and Bradstreet Data Universal Numbering System (DUNS) Number**

The applicant must provide a DUNS number with their application. This number is a required field within <http://dpsgrants.dps.mo.gov>. Organizations should verify that they have a DUNS number, or take the steps necessary to obtain one, as soon as possible. Applicants can receive a DUNS number at no cost by calling the dedicated toll-free DUNS Number request line at (866) 705-5711.